

# **State Briefing Packet**

**April 1997**

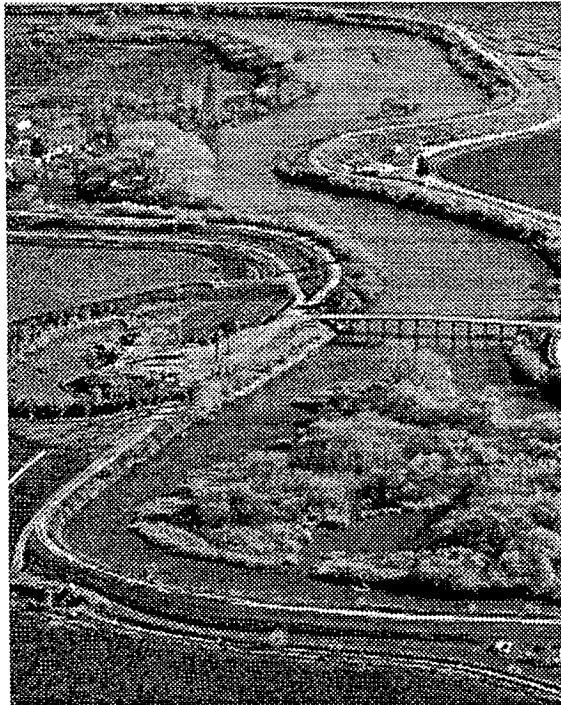


**CALFED  
BAY-DELTA  
PROGRAM**



## Briefing Packet

April 1997



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## **Mission of the CALFED Bay-Delta Program**

*To develop a long-term comprehensive plan that will restore ecological health and improve water management for beneficial uses of the Bay-Delta system.*

The agreement to join in the CALFED Program "is good for economic growth, good for the environment, and good for California and the nation."

*President Bill Clinton*

"California history is replete with accounts of...water wars...But too often they have been wars without winners. There is too much at stake for us to risk losing again."

*Governor Pete Wilson*

"We can pay for the fix now, or we can pay later in ways too costly to be calculated: jobs, farmland, natural habitat and lifestyle."

*Editorial, The Contra Costa Times*

## PERSPECTIVE

- The capacity of the Bay-Delta to meet the varied demands placed upon it is significantly impaired today.
- The CALFED Bay-Delta Program manages the open planning process charged with resolving that weakness.
- In addition to being a source of drinking water for 22 million Californians, the Bay-Delta supports jobs, habitat, food supply, recreation, wildlife, and industry in the world's 7th largest economy.
- The CALFED Bay-Delta Program is a unique collaboration among state and federal agencies, and the state's leading urban, agricultural, and environmental interests, to address and resolve challenges in the Bay-Delta system.
- The "stakeholder" community, the State Legislature, the Governor and the people of California, all agree that the Bay-Delta is in serious peril and that solutions for saving it must be developed immediately, as evidenced by the passage of Proposition 204 late last year, investing over a half-billion dollars in the CALFED Program.
- Good progress has been made to date. In less than 18 months, three proposed solution alternatives have been developed. A draft preferred alternative will be released in 1997, and the final preferred alternative will be selected by fall 1998.
- The continuing success of the CALFED Bay-Delta Program is critical, and dependent upon several key factors:  
  
**Continued partnerships** — Implementation of any solution developed by the CALFED Bay-Delta Program will be a multi-decade effort. Partnerships among agencies and with stakeholders formed during this process must continue for the duration — they are a hallmark of the Program.

**Funding support** — Cost-sharing by the federal government, the State of California and the “stakeholder” community has been an essential factor in progress and success to date, and will need to continue. The California Legislature’s authorization, and the people’s passage, of Proposition 204 reflects both their commitment and prudent foresight.

**Interest and participation** — The CALFED Bay-Delta Program has brought together an unprecedented collaborative effort among a broad spectrum of public and private entities — a process which will require continued high levels of interest and participation by all, for the duration of implementation.

**Collaboration** — The CALFED Bay-Delta Program enjoys widespread support due to its open and collaborative decision-making process. This unique coalition of environmental, urban and agricultural interests working together is the model that offers the best hope for resolving water management and environmental problems associated with the Bay-Delta system.

- The Bay-Delta, as the hub of California’s water system, has for decades been the focus of competing interests — economic and environmental, urban and agricultural — and it has suffered from gridlock. The issues are complex, and if they continue unresolved the future vitality of the state will remain at risk.

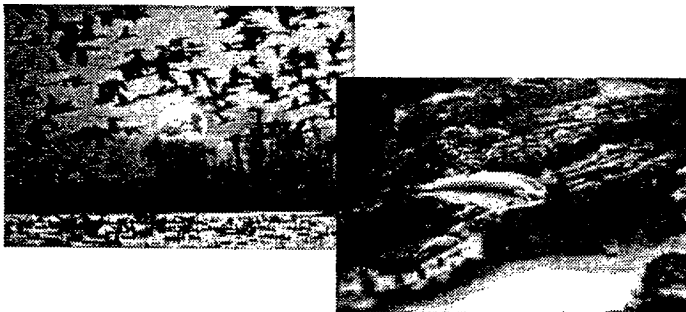
## KEY FACTS

### WHAT'S AT STAKE?

- California's principal source of drinking water — more than 22 million residents get their water from the Bay-Delta system.
- The largest wetland habitat and largest estuary in the West, and a critical nursery ground and migration corridor for more than 120 species of fish and wildlife.
- A key component of the state's \$18-billion agricultural industry, supplying irrigation water to millions of acres for 200 crops, including 45 percent of the nation's fruits and vegetables. One in ten California jobs is dependent upon agriculture.
- Silicon Valley manufacturing, which requires a reliable supply of high quality and dependable quantities of water from the Bay-Delta watershed to drive the San Francisco Bay Area's regional economy.
- Southern California's multi-billion-dollar economy, which is dependent upon a reliable water supply from the Delta for commerce and industry, as well as to mix with more saline Colorado River water to protect the region's groundwater basins.
- The home to one of the most productive natural salmon fisheries on America's west coast, serving to maintain a commercial fishery and significant recreational fishing opportunities supporting tourism and other economic multipliers.
- Ultimately, the continued vitality of California's economy, the world's 7th largest, hinges upon the success of the CALFED Bay-Delta Program to ensure the reliability of current and future water supplies, while protecting the Bay-Delta's unique natural heritage.

## WHAT'S BROKEN?

- California is a semi-arid state with coastal urban and agricultural regions dependent on water imported from the Bay-Delta's watershed. For the past 150 years, development activities such as hydraulic mining, dredging and channelization, flood control, unscreened diversions, pollution, and large-scale water supply projects have contributed to degradation of the Bay-Delta's ecosystem.
- The confluence of two of California's largest rivers, the Sacramento and San Joaquin, forms the 738,000-acre Delta — the heart of the state's water system. It serves California's economic and environmental well being and it is a critical resource at risk.
- Key Concerns:
  - ◆ Water quality is a continuing concern for both drinking water uses and agriculture.
  - ◆ Water supplies have become less reliable.
  - ◆ Fish and wildlife populations and habitat have deteriorated.
  - ◆ The Delta levee system, protecting agricultural lands and drinking water quality, is vulnerable to natural disaster as a consequence of benign neglect and a lack of financial resources to perform needed maintenance.



## **Tremendous Pre-Existing Investment at Stake**

- The state and federal governments have invested billions of dollars in the Bay-Delta system to provide water supply, environmental and economic security over the last century.
- This joint investment has reaped exceptional benefits for the state and the nation. However, the continued viability of California's water infrastructure and the Bay-Delta ecosystem's health are at risk.
- By addressing these issues now, the threat of losing both the Bay-Delta and the dividends from the pre-existing investment will be averted.
- Through coordination and integration, the CALFED Bay-Delta Program is building upon the resources and strategies of the Central Valley Project Improvement Act (CVPIA) and other state and federal programs, resulting in a whole larger than the sum of its parts.
- California's and the nation's investment in the State Water Project and the Federal Central Valley Project is better protected through increased operational flexibility that will be enhanced by the CALFED Bay-Delta Program.
- Billions of dollars of California's economic output is at risk because of the potential for a sudden catastrophic failure of the Bay-Delta water supply hub.

## **Significant New Public Investment Reflects Commitment & Support**

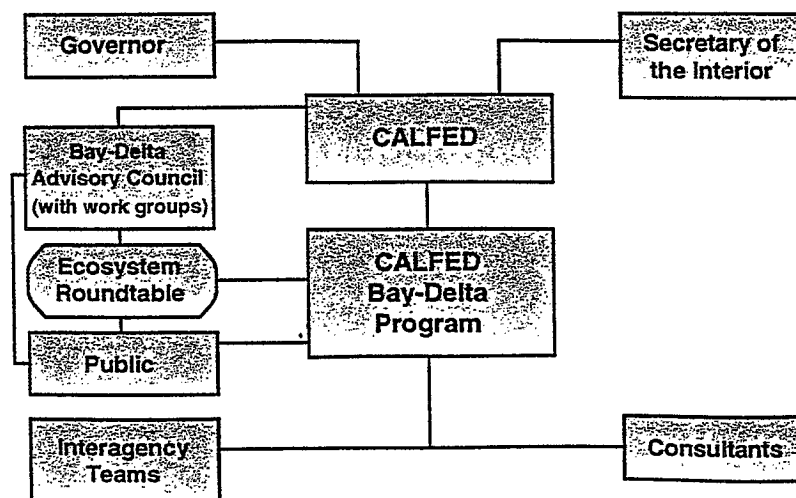
- A federal authorization for \$430 million over a three-year period to contribute to the CALFED Bay-Delta Program effort was secured late in 1996. The President's FY 1998 Budget, released on February 6, 1997, contains \$143 million to be spent specifically in pursuit of CALFED objectives.
- Through bipartisan efforts in the legislature, the California Governor's office, and a unique coalition of stakeholder groups, the CALFED Bay-Delta Program was given an additional shot in the arm by last year's passage of California's billion dollar Proposition 204.
- By approving Proposition 204, a significant majority of Californians acknowledged that the status quo in the Bay-Delta is unacceptable, and that finding and implementing solutions is worth funding.
- More than \$450 million has been provided for CALFED Bay-Delta Program activities, including \$390 million for implementation of the ecosystem common program upon certification of the Programmatic EIR/EIS, and completion of a cost-sharing agreement with the federal government.



## WHAT IS THE CALFED BAY-DELTA PROGRAM?

- A state and federal partnership charged with developing a long-term comprehensive plan that will restore ecological health and improve water management for beneficial uses of the Bay-Delta system.
- Established by California Governor Pete Wilson and Secretary of the Interior Bruce Babbitt.
- Builds upon the historic 1994 Bay-Delta Accord in which environmental, agricultural and urban interests agreed to work together to solve problems in the Delta.
- Action categories include ecosystem restoration, water quality improvement, levee stability, water use efficiency, and water storage and conveyance.
- A federally chartered Bay-Delta Advisory Council, comprised of 34 water leaders from throughout California, provides regular guidance and is one of many avenues for public input to the Program.
- A collaborative effort with Bay-Delta "stakeholders" — urban and agricultural water users, fishing interests, environmental organizations, businesses, and others — who contribute to Program design and to the problem-solving/decision-making process.

### *Program Structure*



## PROGRAM OBJECTIVES & SOLUTION PRINCIPLES

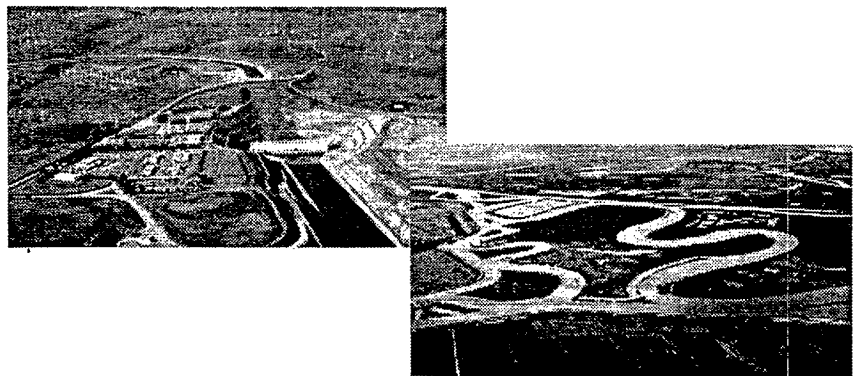
*It is the capability of an alternative to optimize satisfaction of both the CALFED Program's objectives and solution principles, which will determine the selection of the draft preferred alternative.*

### Program Objectives

- Provide good water quality for all beneficial uses.
- Improve and increase aquatic and terrestrial habitats and improve ecological functions in the Bay-Delta to support sustainable populations of diverse and valuable plant and animal species.
- Reduce the mismatch between Bay-Delta water supplies and current and projected beneficial uses dependent on the Bay-Delta system.
- Reduce the risk to land use and associated economic activities, water supply, infrastructure, and the ecosystem from catastrophic failure of Delta levees.

### Solution Principles

- Affordable
- Equitable
- Durable
- Implementable
- Reduced conflict among competing interests
- No significant redirected impacts



## **THE CALFED BAY-DELTA PROGRAM**

### **AN EXAMPLE OF "REINVENTING GOVERNMENT"**

#### **Unprecedented Public Involvement**

- Because water touches all Californians, broad public participation and outreach is a critical component of the CALFED Bay-Delta Program, and has been given extraordinary emphasis.
- The CALFED Bay-Delta Program is an historic collaborative effort involving individuals, organizations, businesses and the water community.
- The CALFED Bay-Delta Program proactively solicits and receives significant and meaningful public input — to help shape a viable Bay-Delta solution.
- Numerous public meetings, in communities from Redding to San Diego, and frequent public technical workshops in Sacramento have been a cornerstone of the process, and will continue.

#### **Unique Facets of the CALFED Bay-Delta Program**

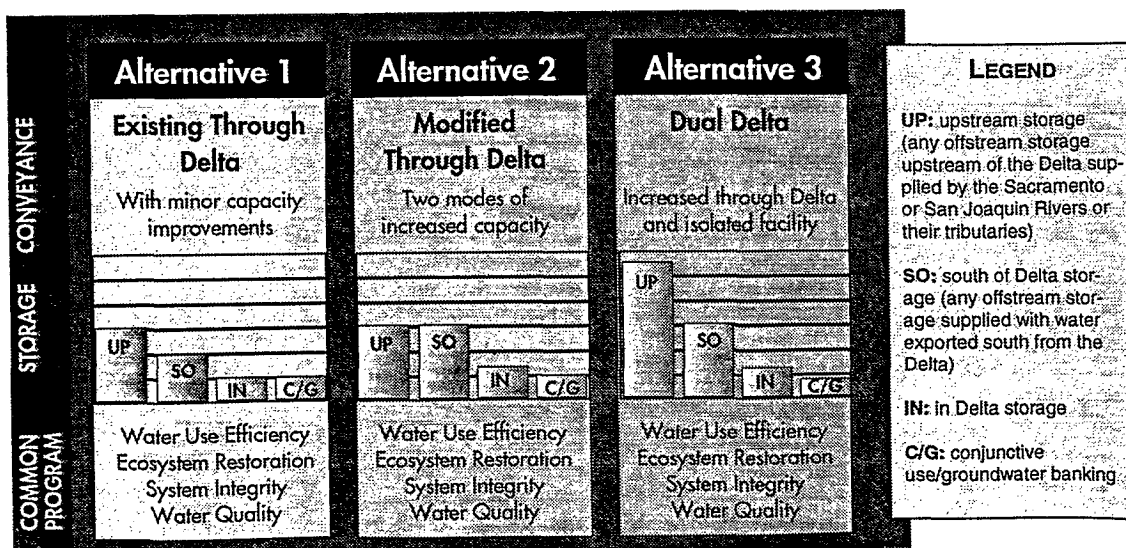
- Exceptional cooperation between state and federal governments, and an example of government "reinventing" itself to solve problems across agency jurisdictions.
- The largest ecosystem restoration project in United States history — pulling together new resources with multiple pre-existing environmental restoration efforts to address the Bay-Delta system in a coordinated and more efficient and effective manner.
- After decades of gridlock, major urban, agricultural and environmental interests have moved beyond past animosities to support, participate in, and contribute to the CALFED Bay-Delta Program.



## PROGRESS TO DATE

- Phase I of the CALFED Bay-Delta Program's three-phase process was completed in fall 1996. Three conceptual alternatives were developed with the benefit of significant public input at public meetings and technical workshops as part of a public scoping process.
- All three alternative solutions are designed to address Bay-Delta problems comprehensively:
  - ◆ They share common programs to address water use efficiency measures, ecosystem restoration, water quality protection, and levee improvements.
  - ◆ They also include a range of water storage options.
- ◆ They differ in their method of conveying water from north of the Delta to south of the Delta.
  - Alternative 1 uses the existing system of Delta channels, and makes only minor modifications.
  - Alternative 2 uses the existing system but with significant modifications to its configuration and carrying capacity to improve the efficiency of water transfer and reduce environmental impacts.
  - Alternative 3 uses the existing system, with significant changes, and adds an isolated facility to move water around the Delta.

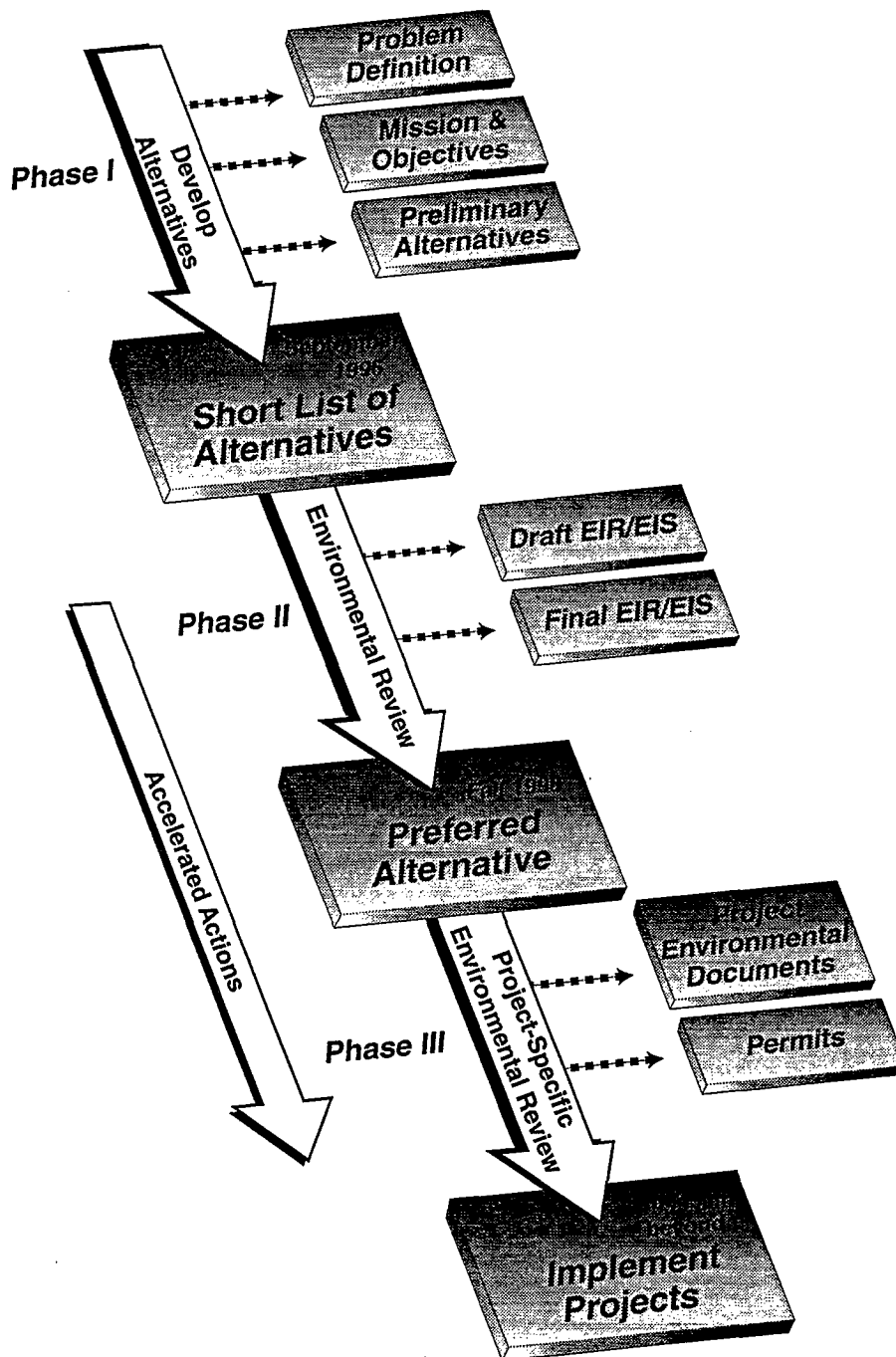
## Structure of Alternatives



## WHAT'S NEXT? — PHASE II

- Phase II of the CALFED Bay-Delta Program's three- phase process is just beginning.
- Phase II involves a six-step process in which:
  - ◆ a preferred alternative will be identified and adopted through more detailed analysis of the three alternatives developed in Phase I, and
  - ◆ a programmatic EIR/EIS will be certified documenting the various costs, benefits and consequences of each alternative.
- The six steps of Phase II include:
  - ◆ Component refinement
  - ◆ Detail interactions between components
  - ◆ Describe operations and identify benefits and costs
  - ◆ Analyze impacts of the alternative programs
  - ◆ Prepare draft programmatic EIR/EIS
  - ◆ Prepare final programmatic EIR/EIS
- A final preferred alternative will be selected upon completion of Phase II in fall 1998. Continuing extensive public participation will extend throughout this EIR/EIS process.
- Phase III, site specific project analysis and implementation, will begin in late 1998 and last for decades.
- The CALFED Bay-Delta Program is about half way through its three-year plan development effort.

## Program Phases



## **Planning Now for 1998 CALFED Bay-Delta Program Activities**

- Many of the actions included in the three alternatives identified in Phase I are common to all three, and could be implemented immediately upon completion of Phase II under existing authorities if funding were available.
- Even before Phase II is completed, there will be opportunity to begin work on projects consistent with strategies developed by the CALFED Bay-Delta Program as being needed for recovery of the Bay-Delta system.
- Many of these projects, on which there is broad support, center around ecosystem restoration, such as habitat improvements, wetland restoration, and watershed restoration efforts in upstream areas throughout the Sacramento and San Joaquin river systems.

## BUDGET PROCESS

### HOW CAN MONEY BE SPENT BEFORE THE COMPLETION OF THE EIR/EIS?

- While the details of the preferred alternative will not be finalized until Fall 1998, the proposed FY 1998 program concentrated on activities that will be beneficial to the long-term Program regardless of which alternative is ultimately chosen.
- The FY 1998 program includes only activities that are consistent with each of the three alternatives and also provide early implementation benefits. This implementation will also provide valuable information for use in adaptively managing the system in later years of the Program.
- Many of the actions included in the alternatives are common to all three and could be implemented now under existing authorities if funding were available. Therefore, even before the programmatic environmental documentation is completed, there is an opportunity to begin work on projects under current authorizations which will contribute to system recovery.
- However, projects pursued for early implementation must:
  - ◆ be justified independently of the Program by the lead agencies for that project;
  - ◆ be accompanied by an adequate environmental document, the preparation of which includes consultation with responsible and trustee agencies; and
  - ◆ not prejudice the ultimate decision on the Program.
- Early action projects and programs will be those for which there is existing broad support. Many of these center around ecosystem restoration, such as habitat improvements for many specific species of concern, wetland restoration efforts in upstream areas throughout the Sacramento and San Joaquin river systems.
- The Secretary of Interior will be required to approve spending plans outlining how the money appropriated for FY 1998 will be spent.

### WHAT DOES THE PRESIDENT'S BUDGET INCLUDE FOR THE CALFED BAY-DELTA PROGRAM?

*The President's FY 1998 Budget, released on February 6, 1997, contains \$143 million to be spent specifically in pursuit of CALFED objectives. This money is appropriated to the Bureau of Reclamation to hold for the participating federal CALFED agencies as spending decisions are made.*



- The Program is currently evaluating three potential alternatives. Estimated capital costs generally fall in the \$4 to \$8 billion range, and implementation of the preferred alternative may take 20 to 30 years.
- Given this length of time, it is important to begin implementation as soon as practical. Taking action now on ready projects lessens the time frame for implementation and early results will build support and commitment for implementing the full alternative.
- Stakeholder funding has totaled almost \$22 million to date, and \$10 million of more in additional funding is expected in 1997.
- State funding from Proposition 204 (passed by voters on November 5, 1996) includes \$60 million for Category III (ecosystem restoration measures that are not directly related to Delta outflow, some of which may include screening water diversions, waste discharge control and habitat restoration); \$93 million as cost-share for the Central Valley Project Improvement Act; \$390 million available for habitat restoration once the preferred alternative is selected, the EIR/S is certified and a formal state/federal cost-share agreement has been implemented; and additional funding for watershed management, water quality improvements and levee improvements.
- Federal funding authorized through the California Bay-Delta Environmental Enhancement and Water Security Act (HR4126) and included in the President's Budget is designed to match state funding through Proposition 204 and stakeholder funding.

## **WHO WILL DECIDE HOW AND WHERE TO SPEND THE MONEY?**

- During the course of FY 1998, money to be spent on CALFED priorities will come from a variety of sources—state funds under Proposition 204, federal funds appropriated for FY 1998, stakeholder contributions through the Category III effort and a variety of existing programs and funds.
- Expenditure of state funds from Proposition 204, federal funds appropriated for FY 1998, and stakeholder contributions to Category III will be done through a collaborative process that involves stakeholder input through the Ecosystem Roundtable and CALFED decision-making. This process is described in detail starting on page 14.

- The key groups involved in project decision making include the federally chartered Bay Delta Advisory Council (BDAC), the Ecosystem Roundtable (BDAC subcommittee)<sup>1</sup>, and CALFED, where final funding decisions will be made.
- Final accountability for federal funds will rest with the Secretary of Interior.
- Funding decisions will be made on a six-month planning cycle. The four steps in the planning cycle will be to identify/revise priorities, identify actions to address the priorities, fund actions, and implement the actions. Decisions to fund actions should be made twice a year, in August and January.
- In each planning cycle, CALFED staff will develop a draft set of restoration projects and programs to be considered for funding.
- This list of projects recommended for funding will go to the Ecosystem Roundtable for their consideration, will be presented to BDAC, and will then go to CALFED for a final decision.
- Details on this process follow immediately.

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<sup>1</sup>The mission of the BDAC Ecosystem Roundtable is to provide advice on development of an annual integrated planning process for restoration project selection and on integration and coordination with existing state and federal restoration programs to increase overall restoration effectiveness.

## **OVERVIEW: ECOSYSTEM RESTORATION COORDINATION PROGRAM**

The following is an overview of the Ecosystem Restoration Coordination Program, which focuses on identifying environmental restoration projects for early implementation and coordination with other restoration programs, to ensure consistency with the long-term ecosystem restoration program of the CALFED Bay-Delta Program. The roles and responsibilities of various groups involved in this effort are described.

### **INTRODUCTION**

The December 15, 1994 Bay-Delta Accord included a commitment to fund \$180 million in non-flow related ecosystem restoration actions to improve the health of the Bay-Delta ecosystem, commonly referred to as "Category III." To date, urban water users have contributed \$21.7 million, and Proposition 204 included \$60 million in state contributions. Specific factors identified as part of the Category III mandate include unscreened water diversions, waste discharges and water pollution prevention, impacts due to harvest, poaching, land derived salts, exotic species, fish barriers, channel alternations, loss of riparian wetlands, and estuarine habitat degradation.

In 1996, the CALFED Bay-Delta Program identified two important needs with respect to current ecosystem restoration activities. The first need was to improve coordination of existing state and federal habitat restoration programs so they could efficiently provide greater ecosystem benefits. The second need was to administer the Category III program so it was integrated with other habitat restoration efforts.

The broad consensus on the need to coordinate near-term habitat restoration efforts led to the creation of the CALFED Ecosystem Restoration Coordination Program. This program will address both of the identified needs: administration of the Category III program and coordination with other programs, such as Central Valley Project Improvement Act (CVPIA), involved in the restoration of the Bay-Delta ecosystem.

In addition to these efforts to coordinate near-term habitat restoration, the CALFED Bay-Delta Program is also working to coordinate on-going CALFED agency activities that can address other long-term program elements such as water quality and levee system integrity.

### **RELATION TO LONG-TERM CALFED BAY-DELTA PROGRAM**

The CALFED Bay-Delta Program is developing a long-term program to address four major areas of concern in the Bay-Delta including ecosystem health, water quality, water supply reliability and levee system integrity. Alternatives will be evaluated in a Programmatic Environmental Impact Report/Statement (Programmatic EIR/EIS) that is scheduled for public release in November 1997. A solution that addresses the four resource areas must also

meet six solution principles: It must be affordable, equitable, durable, implementable, reduce conflicts in the system, and have no significant redirected impacts.

As part of the development of the Bay-Delta solution, a comprehensive ecosystem-wide plan for restoration and management of the Bay-Delta ecosystem is being developed. The resulting Ecosystem Restoration Program Plan (ERPP) will provide the foundation for the **long-term** ecosystem restoration effort that may take several decades to implement. The ERPP will be included in each of the alternatives being evaluated in the Programmatic EIR/EIS. With the ERPP providing the foundation for the **long-term** ecosystem restoration, the Restoration Coordination Program is focussed on those restoration actions in the ERPP that can be started in the **near-term**.

The ecosystem restoration strategy articulated by the ERPP is designed to reverse the decline in ecosystem health by reducing or eliminating factors which degrade habitat, impair ecological functions, or reduce the population size or health of species. The ERPP will focus on those factors that cause direct mortality of plants and animals in the system, or cause indirect mortality by degrading habitat conditions or functions.

The **Ecosystem Restoration Coordination Program** is directly related to this effort. It is developing a planning and project selection process to begin early implementation of the ERPP using existing programs and commitments. This process focuses primarily on Category III funding decisions for 1997 and 1998 and coordination with CVPIA, but also begins to integrate restoration efforts of other closely related restoration programs such as the Four Pumps Agreement and the Tracy Fish Agreement. Potential near-term projects include fish screens and ladders, riparian habitat restoration, wetlands development, ecosystem restorative watershed management actions, and other Bay-Delta ecosystem restoration actions.

The initial priorities for allocating ecosystem restoration funds in 1997 have been identified as: 1) actions to assist in the recovery of aquatic species that are listed as threatened or endangered, of special concern, or desirable and in "greatest need"; and 2) actions to assist in the restoration of habitat types that have experienced the greatest decline, and which are important to the priority species. Semi-annual updates of the work plan will be prepared to respond to additional priorities, changes in funding levels, and progress made in earlier years. CALFED agencies will approve the initial work plan and the semi-annual updates.

Near-term restoration actions will be evaluated to ensure that they do not prejudice the selection of the long-term program alternatives being evaluated in the Programmatic EIR/EIS. They will also be evaluated against solution principles where appropriate to guide near-term restoration actions. For example, effective restoration actions should be durable, implementable, and cost-effective. Because the near-term restoration actions and other early implementation opportunities can only occur through existing programs and must not prejudice the selection of the long-term alternative, it may not, however, be possible to fully satisfy the equity solution principle.

## FUNDING SOURCES (See Chart 1)

Funding sources for near-term restoration activities include \$60 million in state Proposition 204 funds and an expected additional stakeholder contribution of \$10 million to fund the ecosystem restoration commitments in the Bay-Delta Accord (Category III). In addition, Congress authorized \$430 million over the next three years to fund the federal share of Category III and initial implementation of the ERPP. The President's Budget for federal FY 1998 proposes an appropriation of \$143 million under this authorization for Bay-Delta ecosystem restoration. Expenditure of these federal funds will be coordinated in the process described below.

## ROLES AND RESPONSIBILITIES (See Chart 2)

The roles of each group involved in the allocation of funding from stakeholder Category III contributions, state funding from Proposition 204 for Category III, and federal funding appropriated under the authorization for \$430 million are detailed below. Some of the roles and responsibilities described are interim and will probably be replaced when the long-term alternative is selected and implemented.

**Bay-Delta Advisory Council (BDAC)** - BDAC is a federally chartered advisory committee. Its mission is to provide policy advice on the development of the long-term program. It has established several fact-finding Work Groups to address differing issues associated with the long-term program. In addition, BDAC has appointed a subcommittee, the Ecosystem Roundtable, to provide advice on near-term ecosystem restoration efforts. The CALFED Bay-Delta Program Restoration Coordination Program staff will provide BDAC with regular updates on the planning and project selection process as well as advice from the Ecosystem Roundtable.

**Ecosystem Roundtable** - The Ecosystem Roundtable is a subcommittee of BDAC. The Ecosystem Roundtable provides stakeholder input on the coordination of existing and anticipated state and federal ecosystem restoration management programs including ecosystem restoration projects to be funded by the state, federal, and stakeholder contributions to Category III. This will be done in a manner that fosters cooperative planning and implementation with all agencies and stakeholders, that addresses high priority environmental needs, and that informs future restoration efforts. Specifically, the Ecosystem Roundtable will provide advice on :

- coordination of CALFED ecosystem restoration and management projects and programs with other complementary environmental programs being implemented in the Bay-Delta ecosystem, and
- establishing priorities for near-term ecosystem restoration and selection of projects based on those priorities.

**CALFED** - CALFED agencies will select projects and programs for implementation. The Secretary for Resources and the Secretary of the Interior will have final fiscal responsibility for State and Federal funds respectively. CALFED agencies will be regularly updated on the progress of the Restoration Coordination Program as the planning process is implemented and CALFED agencies will attend the Ecosystem Roundtable meetings.

**CALFED Bay-Delta Program Restoration Coordination Program** - The Restoration Coordination Program staff will be responsible for the day-to-day management of the planning process. This includes seeking technical input from experts, preparing reports, and coordinating the project selection process.

**Restoration Technical Teams** - Technical teams consisting of agency, academic and stakeholder specialists will provide input on what stressors and limiting factors are most affecting the priority species and habitats, and the types of restoration actions needed to address these stressors and limiting factors and alleviate their impacts. The teams will be organized by geographic area such as the San Joaquin River and tributaries, Sacramento River and tributaries, Delta/Suisun Bay, American River, and North Bay. Additional issue based teams, such as water quality, may be needed. An umbrella team, representing stakeholder and agency biologists, will provide the continuity between the technical teams.

### **PROJECT SELECTION PROCESS (See Chart 3)**

With the ERPP providing the foundation for the **long-term** ecosystem restoration, the Restoration Coordination Program is focussed on those restoration actions in the ERPP that can be started in the **near-term**. The Restoration Coordination Program will use the following four step planning and project selection process. Each step of this process will be reviewed and updated as needed so projects can be funded on a semi-annual basis. The attached figure provides an overview of the process.

**Step 1: Identify Near-Term Priorities** - The CALFED Restoration Coordination Program staff, assisted by technical teams, will prepare an implementation strategy which identifies the near-term priorities. The strategy will provide guidance on which species, habitat types, and ecosystem processes should be included in the next funding cycle and how they should be prioritized. The strategy will look toward the long-term implementation needs detailed in the ERPP but will focus on those of greatest urgency and those providing the greatest early benefits considering the availability of funds.

The initial priorities for allocating ecosystem restoration funds in 1997 have been identified as: 1) actions to assist in the recovery of aquatic species that are listed as threatened or endangered, of special concern, or desirable and in "greatest need"; and 2) actions to assist in the restoration of habitat types that have experienced the greatest decline, and which are important to the priority species.

**Step 2: Identify Limiting Factors and Stressors and Actions to Address Them** - The CALFED Restoration Coordination Program staff, assisted by the technical teams, will prepare a workplan based the near-term priorities developed in Step 1. Beginning with this strategy, the work plan will identify:

- a summary of the strategy including priorities for funding;
- a summary of the limiting factors or stressors that need to be addressed to achieve those priorities; and
- specific actions or the types of actions that need to be undertaken to further define and address the limiting factors.

Semi-annual updates of the work plan will be prepared to respond to additional priorities, changes in funding levels, and progress made in earlier years. CALFED agencies will approve the initial work plan and the semi-annual updates.

**Step 3: Prepare Package to Solicit Grant Applications and Development of Evaluation Criteria** - The CALFED Restoration Coordination Program staff, assisted by agency personnel and by outside technical experts where possible, will prepare a package to guide selection of individual projects and programs consistent with the work plan.


Project and program proposals can come from a variety of sources including special districts, state and federal agencies, local governments, non-profit organizations and other organizations interested in ecosystem restoration. A package will be prepared to solicit grant applications from outside parties and will be widely advertised and circulated. Guidance will also be developed for state and federal agency programs. Criteria for selection of restoration actions will be prepared and applied to grant applications from outside parties as well as proposed agency programs. The criteria will be used to guide selection of actions to address the priority species and habitats. The CALFED agencies will approve the final evaluation criteria and the package soliciting grant applications.

**Step 4: Recommend Projects and Programs** -The CALFED Restoration Coordination Program staff, working with technical experts, will review and rank the proposals using the evaluation criteria developed in Step 3. An overall draft list of recommended projects and programs, including "agency directed" and those proposed by outside parties, will be forwarded to the Ecosystem Roundtable for its consideration.

The list of recommended projects and programs along with the advice from the Roundtable will be forwarded to BDAC for its consideration. BDAC will relay its advice to the CALFED agencies who will make the final decision.

# ***Restoration Coordination***

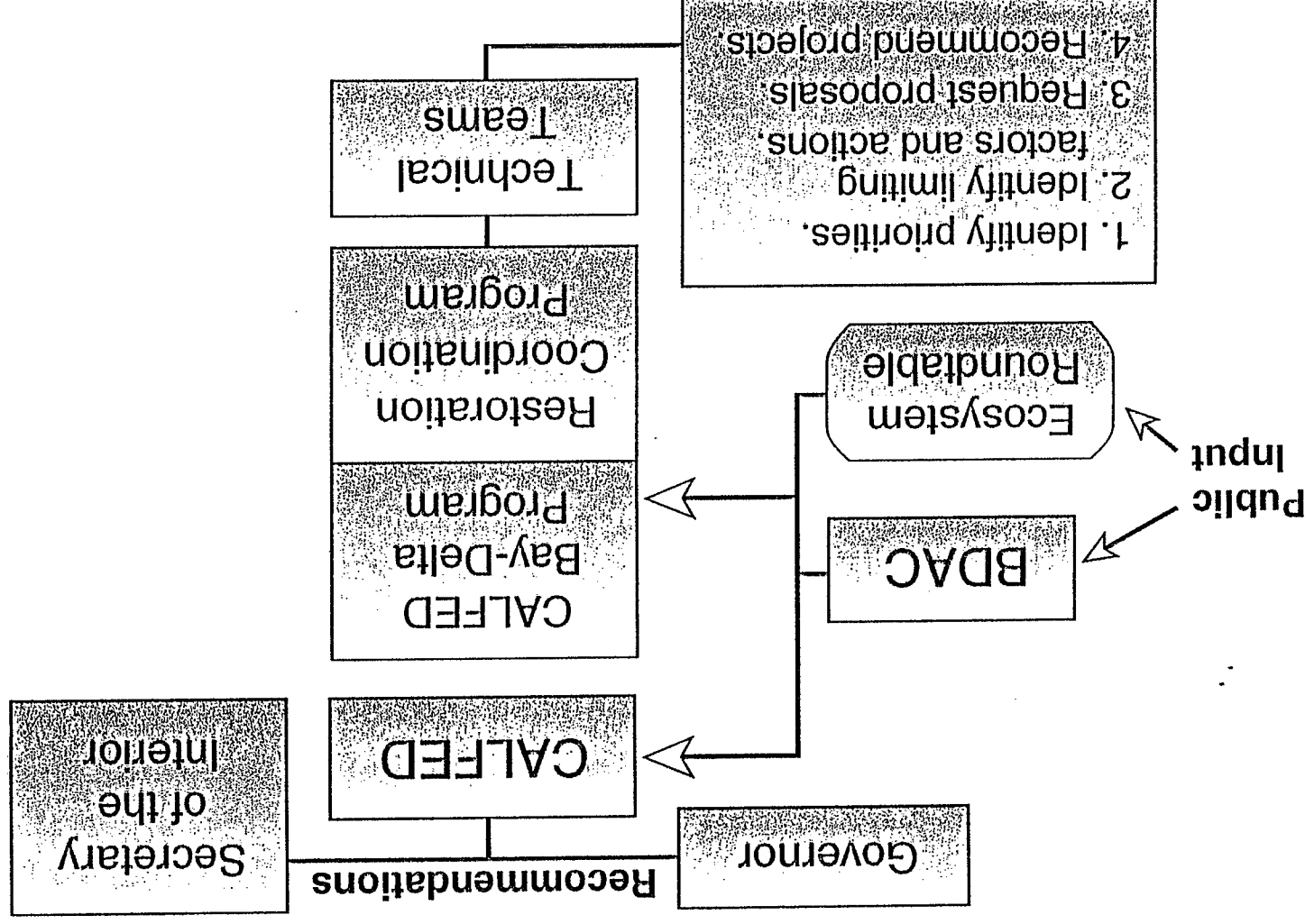
## **Funding Sources**

<b>Projects and Programs</b>	<b>Category III</b>	<b>Other Prop 204 Funds</b>	<b>Other Federal Funds</b>
<b>Co-funded</b>    <b>Coordinated</b>			

*Chart 1*



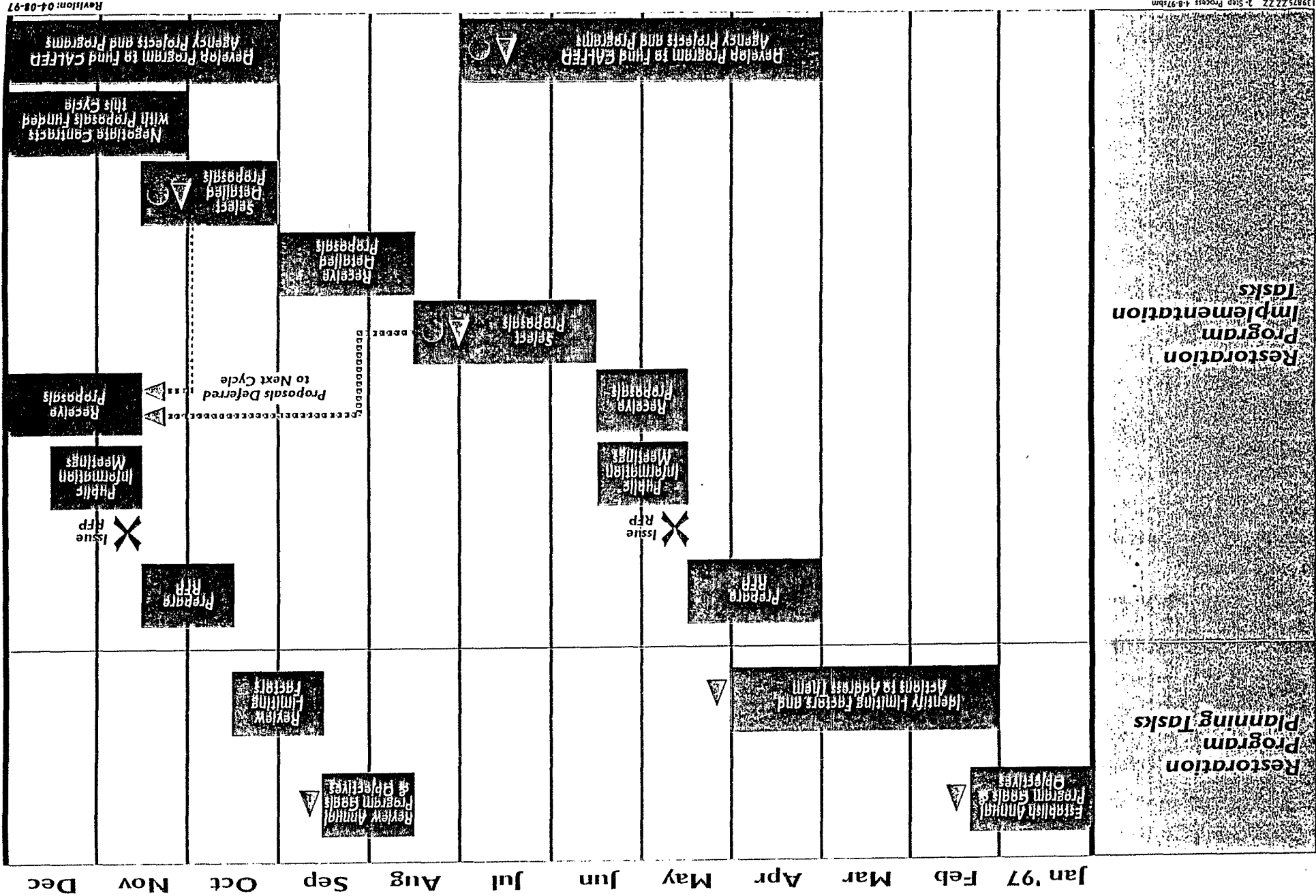
# Restoration Coordination Decision-Making



# CALFED Restoration Coordination Planning Process

F-000570

Chart 3



## **COORDINATION**

The Restoration Coordination Program seeks to maximize the cost-sharing opportunities between CALFED/Category III and other ecosystem restoration funding sources. For instance, Restoration Coordination staff have identified many Central Valley Project Improvement Act (CVPIA) restoration activities that are closely aligned with those of CALFED. They have been working with CVPIA staff on a variety of tools that can be used to better coordinate these two large restoration efforts. Some of the concepts being developed include joint development of priorities and joint solicitation and review of projects to address these priorities. Staff are also working with other programs such as the Four Pumps Program administered by DWR and DFG and the Tracy Fish Agreement program administered by USBR and DFG. Coordinating various restoration programs in the Bay-Delta ecosystem will maximize the effectiveness of available funding and will jump start ecosystem recovery.

## **RESTORATION RESERVE**

As shown by the 1997 New Year's Day floods, new opportunities and challenges in ecosystem restoration can develop quickly. To provide resource flexibility to take advantage of opportunities, the Restoration Coordination Program will maintain a restoration reserve fund for the purpose of providing funding flexibility to respond to opportunities which occur out of phase with the normal funding cycle. These funds shall be for projects which are related to an emergency, unique opportunity, or can leverage matching monies which are time sensitive.

When the restoration reserve fund is used, the program will identify the rationale for providing funding outside the normal funding cycle. Any projects funded through the restoration reserve will receive public review through the Roundtable and BDAC.

## Appendix A

### CALFED BAY-DELTA PROGRAM BACKGROUND

#### History

The CALFED Bay-Delta Program started in June 1995 as a collaborative effort to address a declining ecosystem, uncertain water supplies, imperiled water quality, and unstable levees in California's Bay-Delta, the region where the San Francisco Bay meets the Sacramento/San Joaquin River Delta.

This 738,000-acre area of channels, sloughs, and islands is a critical habitat for 120 fish and wildlife species. It also serves as the hub of California's water distribution system, supplying drinking water to over 22 million people in northern, central, and southern California and irrigation water to over 4 million acres of farmland.

Critical to California's economy and ecology, the Bay-Delta has been the focus of competing interests virtually since the Gold Rush. And it has suffered from this. Habitats are declining, and several native species are endangered. The system no longer serves as a reliable source of high-quality water, and the levees face an unacceptably high risk of breaching.

Impetus to solve these problems came in 1992 with California Governor Pete Wilson's water policy speech and the formation of the Water Policy Council, which brought together several state agencies with management and regulatory responsibilities in the Bay-Delta. In September 1993, the

Federal Ecosystem Directorate was created to coordinate related federal activities in the region.

In June 1994, the Water Policy Council and the Federal Ecosystem Directorate joined to become CALFED. By the end of that year, CALFED, in cooperation with diverse interest groups, had drafted interim Bay-Delta water quality standards and created a state/federal work group to coordinate operations of the State Water Project and the Federal Central Valley Project.

In June 1995, CALFED launched the CALFED Bay-Delta Program to develop a long-term, comprehensive solution to Bay-Delta problems.

The management efforts of the CALFED Bay-Delta Program have included close cooperation not only among state and federal agencies, but involvement of urban and agricultural water users, fishing interests, environmental organizations, business and others. Such non-governmental groups play a critical role in the collaborative process of developing solutions to Bay-Delta problems.

## Approach

The CALFED Bay-Delta Program designed a three-phase approach to identify problems, propose solutions, analyze environmental implications, and devise a long-range plan to protect and enhance the Bay-Delta system.

### Phase I

During this phase, the Program developed a clear definition of the problems and issues associated with the Bay-Delta, and identified three solution alternatives.

Phase I concluded in September 1996. It involved a collaborative process to consider all reasonable options for addressing Bay-Delta problems related to fish and wildlife, water supply, water quality, and levee and channel vulnerability. The process was aided by a significant amount of public participation.

### Phase II

In this phase, the Program will conduct a broad environmental review of the three alternatives identified in Phase I to

explore their various potential impacts. The full implications associated with each alternative will be considered, including feasibility, cost and benefits. Phase II will produce a programmatic Environmental Impact Statement/Environmental Impact Report (EIS/EIR) in compliance with National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA). The EIS/EIR will focus on the broad policy and resource allocation decisions required to implement a program. The primary purpose of this document will be to inform decision-makers about the inter-related and cumulative consequences of the alternatives, and to recommend a program alternative for implementation.

### Phase III

During this final phase, the Program will prepare project-specific environmental documents for each element of the selected alternative. The strategies analyzed during Phase III could be operational, structural, regulatory and/or legislative in nature. Final approval of the environmental documents paves the way for implementation. The permit approvals process will also begin in Phase III.



## Bay-Delta Problems

The problems facing the Bay-Delta are complex and offer a challenge to government, business and citizens to protect resources of the system while meeting the needs we place upon it.

The problems in the Bay-Delta are grouped into four, intrinsically linked areas:

- Ecosystem quality
- Water supply
- Water quality
- System vulnerability

### **Problem Area: Ecosystem Quality**

The Bay-Delta system no longer provides the habitat necessary to support healthy populations of plants and animals. The decrease in habitat can be traced back as early as the 1800s when the conversion of Delta marshland began. Since the 1850s, 700,000 acres of overflow and seasonally inundated land in the Delta have been converted for agricultural or urban use. Hydraulic mining techniques also contributed to habitat loss and decline. Because mining sediments filled channels and increased flooding, levees were constructed for flood control purposes. Levees eliminated important shallow water habitat for fish, while dredging operations conducted to build

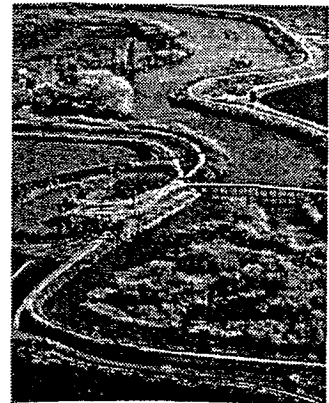
levees eliminated natural habitat along river channels.

The quantity and timing of water flow into the Bay-Delta are important aspects of ecosystem functions, and they have been altered significantly, particularly since the 1960s. Pollutants and introduced species have also contributed to decline in ecosystem health.

The primary program objective for ecosystem quality is to improve and increase aquatic and terrestrial habitats and improve ecological functions in the Bay-Delta system to support sustainable populations of diverse and valuable plant and animal species.

### **Problem Area: Water Supply**

The Bay-Delta system provides the water supply for a wide range of uses. As water use and competition among uses has increased during the past several decades, conflicts have increased among users of Delta water. In addition, water flow and timing requirements have been established to protect certain fish and wildlife species with critical life stages dependent on freshwater flows. These requirements have reduced operational flexibility to meet water demands.



Decreased water supply reliability increases economic uncertainty in the service areas and intensifies conflict over allocation of supplies.

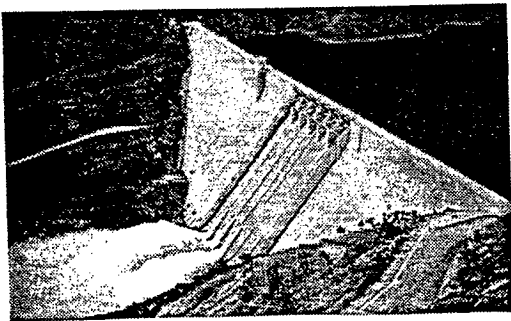
The question of water availability has created economic uncertainty in the water services areas and increased potential conflict over supplies.

The primary objective for water supply reliability is to reduce the mismatch between Bay-Delta water supplies and current and projected beneficial uses dependent on the Bay-Delta system. This can be accomplished by reducing the conflict among beneficial water uses, improving the ability to transport water through the Bay-Delta system and reducing the uncertainty of Bay-Delta water supplies.

### **Problem Area: Water Quality**

The Bay-Delta system provides water for drinking, agricultural irrigation and to support aquatic and wetland habitat. The quality of water in the system is critically important. Pollution enters the Bay-Delta through a number of sources, including sewage treatment and industrial facilities, forests and farm fields, mines, residential landscaping, urban streets and natural sources, including organics and ocean silt. Natural organics from soil erosion and plant decay are a concern because they react with chemicals used in water treatment, creating byproducts that may be harmful to humans. High salt concentrations impact the use of Delta waters for agriculture and drinking water, and can affect the delicate balance of the ecosystem.

The objective of the Bay-Delta Program for water quality is to provide good quality water for all beneficial uses, including drinking water, agriculture, industrial and recreational use and environmental needs.



## **Problem Area: System Vulnerability**

Much of the recent flooding in Northern California resulted from levee failures. These tragic events highlight the need for continued and improved coordination among state and federal agencies, as well as continued investment in maintenance improvements.

There is a growing concern that Delta levees are vulnerable to failure, especially during earthquakes or periods of high runoff. Failure of Delta levees can result in flooding of Delta island farmland and wildlife habitat. Levee failure on key Delta islands would draw salty water up into the Delta, as water rushed to fill the breached island. Such a failure could result in a long interruption of water supply for in-Delta and export use by both urban and agricultural users, until the salt water could be flushed from the Delta.

In addition, local reclamation districts are concerned with the cost of maintaining and improving the levee and channel system. The complex array of agencies with planning, regulatory and/or permitting authorities over levees makes rehabilitation and maintenance efforts difficult.

The primary program objective for addressing Bay-Delta system vulnerability is to reduce the risk to land use and associated economic activities, water supply, infrastructure and the ecosystem from catastrophic breaching of Delta levees. The vulnerability of the levee system to both general failure and sudden catastrophic failure can be reduced by implementing an integrated and comprehensive program for maintenance and rehabilitation of Delta levees and channels.





## Program Scope

### Geographic Scope

The Bay-Delta Program uses a two-level geographic scope. This approach focuses on the Bay-Delta system in defining problems, yet expands the focus to a broader area for generating solutions.

### Problem Scope

Specifically, the geographic problem scope is the legally defined Delta, Suisun Bay (extending to Carquinez Strait) and Suisun Marsh. The Program addresses problems that exist within these boundaries or are closely linked to this area, and related to water management and beneficial economic and environmental use of water.

### Solution Scope

The scope of possible solutions to these problems includes any action that can be implemented or influenced by the CALFED agencies, regardless of whether its implementation takes place within the

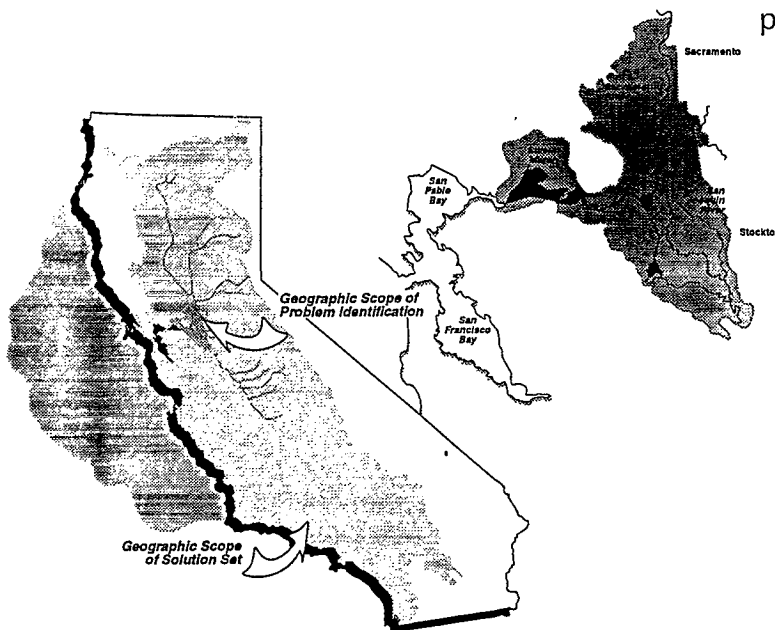
specified problem area. Thus, the scope for solutions would expand to include at least the Central Valley Watershed, the Southern California water system and the Pacific Ocean.

### Solution Priorities

The CALFED Bay-Delta Program cannot fully solve every problem that falls within its range of consideration. Therefore, the Program will give highest priority to solving acute problems of broad concern that are closely related to the Bay-Delta system or as an element in a larger water and biological resource system. In addition, the problems must be implementable by the Program or the CALFED agencies. Other problems will receive lower priority.

### Integration with Other Processes

The CALFED Bay-Delta Program is not operating in isolation. Many other programs already exist to address some of the problems and solutions being explored by the Program, particularly in upstream areas. The CALFED Bay-Delta Program will provide a framework to coordinate new and existing programs to achieve a comprehensive and lasting solution.



## **Public Participation**

CALFED recognizes that realistic, workable and lasting solutions to the Bay-Delta crisis must reflect input from all stakeholders and the general public. Consequently, the Bay-Delta Program uses several mechanisms to ensure significant public participation and guidance. The public will have a central role in the development of long-term solutions, with opportunities to offer input through a formal citizen advisory council, workshops and other measures.

### **BDAC**

In early 1995, CALFED established the Bay-Delta Advisory Council (BDAC) to help guide the CALFED Bay-Delta Program in development of its long-range plan. BDAC has been chartered under the Federal Advisory Committee Act. Council members were jointly selected by the Secretaries of the U.S. Department of the Interior and the California Resources Agency, and include representatives of the agricultural, environmental and business communities. BDAC assures broad public participation, comments on environmental reports and advises on proposed solutions. The Council meets regularly and is expected to do so until the CEQA/NEPA environmental documentation process is complete.

## **Public Workshops**

Public participation is also solicited through public workshops that involve all water interests in the process, from policy experts to farmers and small business owners, from environmental advocates to Delta residents. Through the workshops, stakeholders have an opportunity to work cooperatively toward a long-term solution to managing the Bay-Delta. The workshops to date have focused on defining problems and assembling and refining solution alternatives. Workshops during Phase II will focus on the developed solution alternatives and will include formal public hearings on the Draft Programmatic EIR/EIS.

### **Public Meetings**

The Program conducts public meetings throughout the state. The meetings provide an opportunity for interested publics to learn about the CALFED Bay-Delta Program and to comment on its efforts.

### **Other Activities**

Additional public outreach activities include media relations, legislative briefings, presentations and briefings to interest groups and other organizations and production of educational and informational materials.



# FACTS ABOUT THE DELTA

**Total Size:** 738,000 acres

**Current Wetlands:** 70,000 acres

**Diversions from the Delta:** 2,000

**Total Diversions from the Delta and its Tributaries:** 7,000

**Diversions to the Central Valley Project and State Water Projects (the largest diverters):** 6 million acre-feet/year\*

**Primary water source for more than 22 million Californians**

**Fish and Wildlife Species:** 120+

**Species Designated by the State or Federal Governments as Threatened or Endangered:** 9

**Species with Special Status:** 40+

**Extent of Delta Farmland:** 527,309 acres

**Extent of Delta Levees:** 1,100 miles

**Islands Converted since 1850 from Marshland to Agriculture and Other Uses:** 57

**Level to Which Some Islands Have Sunk Due to Soils Subsidence:** 25 feet below the level of adjoining waterways

**Delta Recreational Activities:** camping, hiking, sightseeing, bicycling, horseback riding, boating, waterskiing, fishing, etc.

\* An acre foot of water — 325,851 gallons — would cover one acre to a depth of one foot and would supply about 2 households for one year.

## **CALFED Agencies**

### **State**

- The Resources Agency of CA
  - Dept. of Fish and Game
  - Dept. of Water Resources
- CA Environmental Protection Agency
  - State Water Resources Control Board

### **Federal**

- U.S. Environmental Protection Agency
- U.S. Dept. of the Interior
  - Fish and Wildlife Service
  - Bureau of Reclamation
- U.S. Dept. of Commerce
  - National Marine Fisheries Service